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UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Congo
Support for a comprehensive population programme

Proposed UNFPA assistance:	$4 million, of which $2.7 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $1.3 million will be provided by UNFPA. If and to the extent this is not the case, UNFPA may seek to cover the shortfall from other sources, including multi-bilateral sources.
Estimated value of the Government's contribution:	To be determined
Duration:	Four years
Estimated starting date:	January 1991
Executing agencies:	Government of Congo United Nations International Labour Organization (ILO) United Nations Education, Scientific and Cultural Organization (UNESCO) World Health Organisation (WHO)
Government co-ordinating agency:	Ministry of Planning

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CONGO

Demographic facts

Population Total (000)	
Total	1,994
Males	985
Females	1,010
Sex ratio (/100 females)	97.5
Urban	842
Rural	1,152
Per cent urban	42.2
Population in year 2000 (000)	2,635
Functional age groups (%)	
Young child: 0-4	17.8
Child: 5-14	26.2
Youth: 15-24	18.7
Elderly: 60+	5.4
65+	3.4
Women: 15-49	22.8
Median age (years)	18.0
Dependency ratios: total	89.9
(/100) Aged 0-14	83.5
Aged 65+	6.4
Agricultural population density (/hectare of arable land)	7.86
Population density (/sq. km.)	6
Average annual change (000)	
Population increase	59
Births	93
Deaths	34
Net migration	0
Annual population total (% growth)	2.76
Urban	4.30
Rural	1.56
Crude birth rate (/1000)	43.3
Crude death rate (/1000)	15.7
Net migration rate (/1000)	0.0
Total fertility rate (/woman)	5.83
Gross reproduction rate (/woman)	2.87
Net reproduction rate (/woman)	2.14
Infant mortality rate (/1000)	65
Life expectancy at birth (years)	
Males	48.8
Females	52.2
Both sexes	50.5
GNP per capita (U.S. dollars, 1988)	910

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national production per capita: World Bank, World Development Report 1990. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1988.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive programme in the amount of $4 million, of which $2.7 million would be committed from UNFPA's regular resources, over a four-year period, starting January 1991, to assist the Government of Congo in achieving its population and development objectives. If UNFPA's funding situation permits, the balance of up to $1.3 million may be provided by UNFPA. If and to the extent this is not possible, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. This would be the second population programme for Congo. The first programme, approved in 1987 in the amount of $1.9 million, ended in December 1990.

2. The proposed programme is based on: (a) the Government's priorities and strategies as elaborated in the 1990-1994 development plan; and (b) the findings and recommendations of the 1990 Programme Review and Strategy Development (PRSD) exercise, which were based on extensive discussions with various sectoral ministries, non-governmental organizations (NGOs), agencies of the United Nations system, and multilateral and bilateral donors. The programme is designed to complement the Government's overall population strategy and to complement and supplement national population activities.

3. The programme would assist the Government of Congo in achieving four main national objectives: (a) to formulate a comprehensive population policy and establish a permanent system for the design, monitoring and evaluation of population programmes; (b) to reduce the rural exodus of the population and encourage the return of migrants to rural areas; (c) to reduce maternal and infant mortality and adolescent pregnancies; and (d) to improve the role and status of women and to ensure their active participation in the development process.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice, and the survival of national, regional and minority groups, (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. The population of Congo was estimated at 2.3 million in 1990, up from 1.9 million in 1984 and 1.3 million in 1974. At the present rate of increase of 3.45 per cent per year the total would reach 3.2 million in the year 2000. The crude birth rate now stands at 45.9 per thousand while the crude death rate declined from 17.9 to 13.6 per thousand between 1974 and 1984.

6. The population is characterized by a very uneven population distribution: 80 per cent lives in the southern third of the country and 90 per cent of the urban population is concentrated in the two cities of Brazzaville and Pointe-Noire. The urban population made up 51.1 per cent of the total in 1984 compared to 37.9 per cent in 1974, one of the highest percentages in Africa. The natural population growth is much higher in urban areas (40.2 per thousand) than in rural areas (23.9 per thousand) mainly because of the younger age structure of the urban population, and this is exacerbated by continuing migration of younger

people to the cities. Consequently, the rural population is approaching the critical point after which it would start to decline while population growth in urban areas is accelerating. As a consequence, the natural population growth rate increased in 1974 - 1984 from 2.4 per cent to 3.2 per cent. There is every reason to believe that the current trend will continue and a further acceleration of the population growth can be expected.

7. The Congolese economy depends mainly on the export of petroleum, which has hindered development of other sectors and has depressed agricultural production. The decline in oil prices during the 1980s caused severe economic problems that were addressed by several socio-economic adjustment plans starting in 1985. In July 1989 the Government announced its intention of moving from a state-controlled economic system to one driven by market forces. This economic adjustment has caused hardship throughout Congolese society but has particularly affected the most disadvantaged groups.

8. The main environmental problems in Congo have been caused by increased exploitation of the forests as a means of offsetting the decline in oil revenue and the increased pollution and environmental degradation caused by rapid urbanization.

9. The public health service in Congo is mainly curative-oriented while preventative programmes in such areas as nutrition, vaccination, AIDS, and family planning have been financed chiefly by external assistance. There are no reliable statistics to show actual coverage of the health system, but it is thought to be low, especially in remote rural areas. The main problems of reproductive-age women are adolescent pregnancies, abortions, infertility, and high maternal mortality and morbidity. AIDS has recently become a serious public health problem. In Congo, family planning is accepted as birth spacing based on the health rationale. The current contraceptive prevalence rate is estimated at 1 per cent. Unmet demand for family planning exists in both rural and urban areas.

10. With current school attendance close to 100 per cent, Congo has one of the best developed school systems in Africa. The illiteracy rate still stands at 30-35 per cent, however, because the education effort is recent and has not affected the adult population. The drop-out rate is higher for girls than for boys and increases with age. In the informal sector, the national radio operates 20 hours a day and covers the whole nation, devoting about 40 per cent of its time to education programmes.

11. Although Congolese legislation guarantees equality between men and women, this has not yet been fully translated into daily life. Although women account for 60 per cent of the labour force, they are under-represented in the civil service (25 per cent). In both public and private sectors, only 6 per cent of senior posts are held by women.

12. The Government has not yet adopted a formal population policy although it considers population concerns to be integral components of socio-economic development planning. Starting in 1987 two political bodies, the National Population Council (CNP), with the President of the Republic as chairman, and the National Population Commission (CONAPO), headed by the Minister of Planning, have been set up to ensure that population concerns are integrated into development activities. The Population Planning Unit serves as secretariat for both bodies. However, the lack of reliable demographic statistics has made it difficult to design, implement and evaluate population-related programmes. The Government considers the high rural to urban migration rate to be the country's chief population problem and is also concerned about the high level of infant and maternal mortality. The Government has stated that the country is underpopulated in relation to its size.

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III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

13. In July 1987, the Governing Council approved the first programme of UNFPA assistance to Congo in the amount of $1.9 million over the four-year period 1987-1990. The programme was based on the basic needs assessment mission report of 1984 and of reviews of project execution. In financial terms, the implementation of the programme has been satisfactory and expenditures for 1987-1990 total $1.9 million. The programme achieved good, although still limited, results in data collection, maternal and child health and family planning (MCH/FP) and population policy sectors, with encouraging prospects in women, population and development and population information, education and communication (IEC) in the formal sector.

14. The PRSD mission identified a number of general and sectoral constraints that hampered the implementation of the first country programme. At the political level, the commitment of the Government was not translated into a coherent population plan of action nor was it reflected in the national budget. The UNFPA population programme was frequently exclusively identified with family planning and was therefore not always properly understood. The effort to increase national technical capacity through training activities was affected by the high turnover of the staff trained under the UNFPA-supported projects. Because of the weakness of the available population data base and insufficient awareness of population issues among decision makers, population factors have not been adequately integrated into development planning. There is still no coherent system for designing, monitoring and evaluating general and sectoral population programmes, and co-ordination mechanisms for sectoral activities are weak.

Maternal and child health and family planning

15. UNFPA's support to this sector started in 1980 and was intended to integrate family planning counselling into six MCH centres. This has helped to create a permanent, albeit still limited, service centre infrastructure and to raise awareness and develop skills in family planning among a broad range of health and community development personnel. A sociological study of popular attitudes towards family planning showed that there has been slow but constant progress in the spread of family planning services, especially in the urban areas.

16. During 1987-1989, family planning services were integrated into additional MCH centres, extending the availability of family planning services from five to nine out of the country's ten regions. Training abroad included five long-term and six short-term fellowships, mainly in family planning techniques. Support to IEC activities has been strengthened through workshops and seminars which were attended by a broad range of people. By the end of 1988, family planning was integrated into 15 MCH centres (out of 145 MCH centers) covering 40 per cent of the total population. A project evaluation conducted in August 1988, while recognizing the above achievements, stated that the project results were below expectations. UNFPA support for family planning was felt to be too diffused in the overall health system.

Information, education and communication

17. Activities aiming to integrate population education into formal school programmes were started in March 1989 on a pilot basis in eight schools in four regions. The National Institute of Pedagogical Research and Action is in charge of preparing appropriate school programmes and educational materials. The ultimate goal of the activities is to institutionalize population education in the school system in order

to introduce students to the basic principles of responsible parenthood. Activities thus far completed included the training of the five-member project team and the completion of a socio-cultural survey to take into account the specific Congolese situation and to adapt the population education content accordingly. A major constraint has been overcrowded classrooms, which adversely affect the overall quality of the education system as well as population education efforts.

Data collection and analysis

18. UNFPA assisted the Government in undertaking Congo's first Population and Housing Census in 1974 and the second one in 1984. The final results of the census were published in 1989, and the demographic analysis was planned to be published in early 1991. The good quality of the census data has made it possible to analyse the dynamics of fertility and the interrelationships between fertility and socio-economic variables and to undertake a comparative study on fertility in urban and rural areas. However, the 1984 census grossly underestimated the number of deaths, and its data on mortality, especially on infant mortality, are not reliable. The census data on migration were not sufficiently analyzed and the PRSD mission recommended that additional data processing and analysis should be undertaken before publication of the demographic analysis.

19. UNFPA provided assistance for the pilot phase of a civil registration project, which was initiated in 1976. The new civil registration system was established in pilot areas prior to its application to the rest of the country. However, the project faced institutional difficulties and had to be suspended in 1982. Under the first country programme, after the National Civil Registration Directorate had been set up, UNFPA furnished assistance to strengthen the system by providing local training and producing registries and manuals. The high coverage rate of the civil registration system, estimated at 80 per cent, places Congo in a privileged position as compared to other African countries but, up to now, data on vital statistics have been processed only on a pilot basis (e.g., mortality in Brazzaville).

20. The major constraint in this sector has been insufficient co-ordination between the National Centre of Statistics and Economic Studies and other data collection institutions as well as between data producers and data users. The Superior Council of Statistics, the body responsible for overseeing all statistical operations, is not operational yet and co-ordination is limited to informal discussions. The knowledge of demographic phenomena remains inadequate because of the lack of diversification of data, which only include census data and some specialized studies. Health statistics are out of date and therefore do not provide the basis for programme development.

Population policy formulation

21. The establishment of a Population Planning Unit in the Ministry of Planning was a priority component of the first country programme. The Unit was established in October 1988 after a preparatory phase under which UNFPA provided assistance for training (fellowships and study tours), the compilation of an inventory of population data and studies, and the organization of a National Seminar on Population and Development. The main objectives of the Unit under the first country programme were the co-ordination of all population-related activities in the country, implementation of a research programme on the interrelationship between socio-economic factors and population, and the integration of population variables into the development plan.

22. UNFPA assistance has strengthened national capacity through overseas and local training and technical backstopping. An inventory of available population-related publications has been completed, and a documentation centre is being established. Regional studies have been completed for five regions. A national multisectoral seminar for 50 technicians of the Ministry of Planning and various sectoral ministries was organized in May 1990. The Unit is preparing a publication of all available indicators on women and another study is underway on women, fertility and development. The Unit underscored the interrelationship between population and environment at the environment seminar organized by UNESCO, UNEP and UNFPA in July 1989. In spite of these achievements, these activities faced some constraints. The integration of demographic variables into the socio-economic adjustment programme has been inadequate. The Unit is still understaffed and has not been able to fulfill its role as a co-ordinating body for population activities because the CNP and CONAPO have not started implementing activities.

Women, population and development

23. UNFPA, in co-operation with UNDP, contributed to the creation of the Directorate for the Integration of Women in the Development Process at the Ministry of Planning. The Directorate aims at co-ordinating all women's activities and at developing a policy and programme for women in development. In April 1990, a UNFPA-supported scheme for women in the outskirts of Brazzaville became operational. Its objectives are to enhance women's ability to plan and manage their income-generating activities and to improve the social and health conditions of women and their families. The scheme also has set up a revolving fund to encourage entrepreneurship.

Other external assistance

24. Total external technical co-operation to Congo in 1989 amounted to $55 million, 84 per cent of which was from bilateral sources. France provided 77 per cent of the total technical assistance to the Congo while contributions from United Nations agencies amounted to 10 per cent. International co-operation in the population field has focused on the MCH/FP sector and on the special programme for women. Overall co-ordination of donor assistance has not been very efficient.

25. The health sector receives 12.5 per cent of the total technical assistance. The largest part of the external assistance is to the curative sector with contributions from China, Cuba, Belgium, Vietnam, France and USSR. France has contributed an annual amount of $125,000 to the strengthening of 10 MCH centres in Brazzaville. Its other contributions include support to the nutrition programme ($100,000 a year) and support through volunteers to the health services in the village centres and for training, community-based services and medicines in the rural dispensaries. France is setting up a health data system in collaboration with UNFPA which includes data on family planning services. Germany has contributed to a major project of water supply and for public health centres in the Niari region as well as programmes for disease control. The United States Agency for International Development (USAID) has provided condoms for the AIDS programme, contributed to nutrition and immunization programmes and has provided fellowships in health and family planning. UNICEF contributed $1.5 million in 1988-1989 for vaccination and AIDS programmes and has also done work in the field of population IEC. The WHO mid-term programme on AIDS (1990-1992) amounts to $5 million and has mobilized large donor contributions. The Congolese Association for Family Well-Being (ACBEF), the national affiliate of IPPF which became operational in 1989, contributes $40,000 a year for IEC activities. ACBEF is also providing contraceptives and envisages a community-based distribution of contraceptives.

IV. PROPOSED PROGRAMME 1991-1994

26. The proposed UNFPA programme is based on the Government's five-year development plan, which has provided the framework for the national population strategy, and on the recommendations of the PRSD mission. The overall objectives of the programme are outlined in paragraph 3 above. Specific objectives of this programme are: (a) to increase contraceptive prevalence from 1 per cent in 1990 to 10 per cent in 1994; (b) to develop and implement a national population IEC programme to increase demand for family planning and to improve knowledge of population issues among specific target groups; (c) to formulate a comprehensive national population policy and to ensure the integration of population into the Government development plan; (d) to establish a coherent system for demographic data collection and analysis to meet the country's development needs; and (e) to improve the condition and status of women to enable them to deal with their reproductive roles in a way that will enhance their participation in the development process.

27. In addition to the sectoral strategies detailed below, the proposed overall UNFPA strategy aims to assist the Government in: (a) ensuring co-ordination between donors and between sectoral programmes; (b) consolidating and extending family planning services by the establishment of an appropriate data base and logistics system; (c) developing a comprehensive IEC programme targeted to specific priority groups; (d) strengthening national public institutions and NGOs to enable them to adequately design, implement and evaluate population-related programmes; (e) formulating and implementing comprehensive specialized training programmes.

Maternal and child health and family planning

28. The objectives of the proposed programme in the field of MCH/FP are: (a) to increase the contraceptive prevalence rate from 1 per cent in 1990 to 10 per cent in 1994; (b) to integrate family planning activities into the public health centre action plan and to identify other channels for the delivery of family planning information and services; (c) to promote family planning information and services for adolescents and to initiate a social marketing programme. The Safe Motherhood and high-risk approach would guide UNFPA assistance in this sector in line with the Government's health policy and objectives.

29. Family planning activities would be strengthened in the 35 MCH/FP centres currently supported by UNFPA through training in family planning techniques, in inter-personal communications and in counselling and management of family planning activities. Secondly, services at these centres would be decentralized to bring family planning closer to the population. In order to do so, it would be necessary to collaborate with ACBEF and Family Planning International Assistance (FPIA) and other donors in starting an outreach and community-based distribution programme and in constructing or rehabilitating buildings in local communities for use as MCH/FP centres. Pharmacies would play an important role in the initiation of the community-based distribution programme. Total contraceptive requirements to reach a contraceptive prevalence target of 10 per cent by 1994 are estimated at 1.1 million condoms, 890,000 cycles of pills, 92,000 doses of injectables and 3,500 IUDs. However, condom requirements would continue to be met under the AIDS programme currently supported by USAID. The cost of contraceptives, excluding condoms, would be $293,000, which would be provided by UNFPA and other donors.

30. A national training capacity in family planning would be established at the national university that would include training in IUD insertion. A family planning training programme would be developed for health personnel with a special focus on midwives, traditional birth attendants and other targeted workers. UNFPA, in collaboration with other donors would support the pre-service training needed for the public

health centres. Family planning information and service centres for adolescents would be created. UNFPA would also collaborate with other donors in providing advisory services and training and equipment for the establishment of management information and logistics systems. A total amount of $1 million would be allocated for this sector.

Information, education and communication

31. The objectives in the population IEC field are to: (a) assist the Government in formulating a national IEC programme aimed at increasing the demand for contraceptives and improving the knowledge of population issues; (b) establish a mechanism for the co-ordination of all population IEC activities; and (c) consolidate and expand family life education in schools. The aim would be to extend population education, including information on AIDS, to all secondary schools and on a pilot basis to selected primary schools. Existing government channels of communication, NGOs and the government literacy programme would be used to reach the out-of-school population. All IEC activities would include information on AIDS. A total amount of $600,000 would be provided for the IEC sector.

32. Given the high level of school enrolment in Congo and the fact that students at all stages constitute 30 per cent of the population, the school system is a critical target for activities in the population IEC sector. UNFPA would assist the Government in extending population education from the eight secondary schools currently covered under the pilot programme to 223 schools. In this connection, education modules would be developed on the basis of a socio-cultural study and would be tested and integrated into the curriculum in such subjects as geography, French, biology and civil education. About 700 in-service teachers would receive training in the methodology of teaching population education. The university curriculum for pre-service teacher training would be revised to include a population education component. The possibility would be explored of reinforcing population education as an extra-curricular activity, on a pilot basis, in three secondary schools in Brazzaville. At the primary level, population education would be introduced, also on a pilot basis, in the final year of classes at eight schools in four of the country's 10 regions. In order to ensure that this programme is effectively implemented, sensitization activities would be directed at decision makers, parents, teachers, and other education officials. An amount of $400,000 would be allocated to this component.

33. UNFPA would assist the Government in establishing a task force with the responsibility of making proposals for a national IEC programme and for co-ordinating its implementation. This task force would work to ensure that IEC messages are coherently presented to target groups, and it would co-ordinate the production of IEC materials to avoid duplication. Existing materials would be inventoried and evaluated. UNFPA would provide support for the training of journalists both in country and abroad to enable them to transmit appropriate messages on population issues through the national radio, television and newspapers. Population issues would also be included in the rural radio programmes for agricultural extension workers in the four regions where such programmes are being broadcast. Support would be given to the Ministries of Health and Social Affairs and Youth and Rural Development, which have a good network of field staff, in organizing training seminars at regional and district levels on communication techniques and population issues. UNFPA would take advantage of the government literacy programme to introduce family life education in 23 centres for female literacy. In view of the influence of religious groups on social behaviour and their capacity to reach out to the general population, UNFPA would support such activities as the "Foyers Chrétiens", in order to involve them in family life education activities. With the support of the Population Planning Unit, awareness creation activities would be organized to sensitize decision makers,

community leaders, civil servants and opinion leaders on the interrelationship between population and socio-economic development. An amount of $200,000 would be provided for this area.

Data collection and analysis

34. UNFPA would assist the Government in achieving a coherent system of demographic data collection and analysis. This would require setting up an integrated system for the collection and analysis of socio-demographic data at the National Centre of Statistics and Economic Studies (CNSEE) with sub-systems located in the sectoral ministries. If achieved, this would solve such problems as poor co-ordination, insufficient computerization and non-standardization of demographic data. UNFPA together with other donors would support the development of a training programme in research methodology, health statistics and data processing. A further need is for the diversification of demographic data sources and the improvement of their processing and analysis. As short-term priorities, the 1984 census data would be further processed to extract more data on migration, and the health statistics system would be reorganized. This would require the restructuring of the Statistical Office at the Ministry of Health and Social Affairs, the assignment of high-level and adequately trained statisticians to these projects, a reorganization of the health data collection system and the training of health personnel at all levels. An additional aim of UNFPA assistance would be to create a compendium of data and demographic models allowing the Government and external assistance institutions to develop, monitor and evaluate population-related programmes. In this connection, UNFPA in collaboration with other donors would assist the Government in undertaking the 1994 Population and Housing Census as well as an in-depth study on the coverage rate and quality of the civil registration data. This is a precondition to the use of these data for demographic analysis purposes, and it should be combined with surveys on infant and maternal mortality and on the causes and socio-economic consequences of migration. A study of fertility determinants and the socio-cultural consequences of sterility would also be undertaken. UNFPA proposes to provide $1.2 million for this sector, of which $900,000 would be sought from other sources, including multi-bilateral sources.

Population policy formulation

35. The objectives in this sector are to formulate, and secure Government approval of, a comprehensive national population policy and its programme of implementation so that population issues can be integrated into the next socio-economic development plan. UNFPA would provide assistance to strengthen the national institutions involved in designing and implementing population programmes through in-country and overseas training and by providing technical backstopping.

36. In order to strengthen the Population Planning Unit, it would be necessary for the Government to assign adequate staff to the Unit. A comprehensive training programme on population and development would be formulated and implemented with UNFPA assistance. The Government plans to institutionalize the Unit as a Department at the Ministry of Planning and to set up a system to co-ordinate the design, implementation and evaluation of population programmes. UNFPA would also support a campaign to sensitize such important target groups as high-level decision makers, technicians of the Ministry of Planning and sectoral ministries, political and religious leaders and representatives of national NGOs about the importance of population issues for socio-economic development and on the provisions of the population policy. It is expected that the Government would transform the CONAPO into a technical body to oversee the conceptualization, formulation and implementation of general and sectoral population programmes. UNFPA would contribute to the implementation of a population research programme on the

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interrelationships between population and development. UNFPA would provide a total amount of $700,000 for this sector, of which $200,000 would be sought from other sources, including multi-bilateral sources.

Women, population and development

37. The objectives in the field of women, population and development are to assist the Government to formulate and implement a national policy and to integrate women into the development process. In order to achieve these objectives UNFPA, in collaboration with other donors, would strengthen the Directorate for the Integration of Women in the Development Process by improving its technical capabilities, by supporting research on the situation of women and by contributing relevant publications and population education materials towards the establishment of a documentation centre on women. IEC activities directed at decision makers, opinion leaders and the general public would also deal with issues relating to the status of women and their participation in the socio-economic development process. The provisions of the family code, particularly on inheritance and access to credit, would be disseminated through various communication channels. The ongoing micro-enterprise activities for women migrants in the outskirts of Brazzaville would be consolidated and continued in the proposed programme. An amount of $400,000 would be allocated for this sector, of which $200,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

38. An amount of $100,000 would be held in reserve for new proposals that would be developed within the framework of the proposed programme.

Programme co-ordination

39. In agreement with the Ministry of Foreign Affairs and Co-operation, the Ministry of Planning and Economy has the responsibility for co-ordinating and monitoring all external assistance. It also co-ordinates the population programme. UNFPA would ensure that effective collaboration would take place with the other members of the Joint Consultative Group on Policy (UNDP, UNICEF and WFP) in programme formulation and implementation and would maintain contact with other donors and NGOs. A quarterly meeting for key personnel of population projects would take place in order to stimulate interaction between the activities undertaken in the population field.

Programme monitoring, evaluation and management

40. UNFPA monitoring and evaluation guidelines would apply to the programme. There is a need to involve national counterparts more closely in the life cycle of the project starting with the project design. Training in project formulation, management, monitoring and evaluation would therefore be organized by the field office. The mid-term review of the programme would be organized in 1994 to coincide with the end of the Government's five-year plan (1990-1994), and the final review would take place in 1996. Other United Nations agencies and donors would be involved in this exercise. The UNFPA field office is staffed with a Country Director, a National Programme Officer, a Programme Assistant, a secretary and a driver.

Financial summary

41. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $4 million, of which $2.7 million would be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $1.3 million may be provided by UNFPA. If and to the extent this is not possible, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. The following table depicts how the programme areas would accommodate these two levels of funding:

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and family planning	1,000,0000	–	1,000,000
Information, education and and communication	600,000	–	600,000
Data collection and analysis	300,000	900,000	1,200,000
Population policy formulation	500,000	200,000	700,000
Women, population and development	200,000	200,000	400,000
Programme reserve	100,000	--	100,000
TOTAL	2,700,000	1,300,000	4,000,000

V. RECOMMENDATION

42. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Congo in the amount of $4 million for four years;

(b) Authorize the Executive Director to commit an amount of $2.7 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to $1.3 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other resources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Congo and with the executing agencies.